

[SUBCOMMITTEE PRINT]

THE NUMBER OF FEDERAL EMPLOYEES
ENGAGED IN REGULATORY ACTIVITIES

STAFF PAPER

PREPARED FOR THE

SUBCOMMITTEE ON OVERSIGHT
AND INVESTIGATIONS

OF THE

COMMITTEE ON INTERSTATE AND
FOREIGN COMMERCE
HOUSE OF REPRESENTATIVES

BY THE

CONGRESSIONAL BUDGET OFFICE



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LETTER OF TRANSMITTAL

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS,
COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
Washington, D.C., August 16, 1976.

Hon. HARLEY O. STAGGERS,
*Chairman, Committee on Interstate and Foreign Commerce,
U.S. House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: I am transmitting herewith a Congressional Budget Office (CBO) Report entitled "Estimate of the Number of Federal Employees Engaged in Regulatory Activities." The CBO Study, conducted for the Subcommittee at my request, concludes: "Under a refined definition to determine positions more directly related to regulation by excluding program support positions not directly involved in regulation, the estimate of the number of Federal regulators would be 84,773." Even when the CBO adds 7,399 positions not directly related to regulation such as public information, consumer education, legislative liaison, and research, the total still falls significantly short of recent claims that there are over 100,000 regulators employed by the Federal Government.

The 84,773 figure is small compared to the total number of Federal workers. 4,561,400 persons are employed by the Federal Government, according to the President's proposed 1977 budget. Thus, about 2% of all Federal workers are directly, but not exclusively, involved in regulation. Approximately, 45% of all Federal workers are in military uniform. The 84,773 figure is also small when compared to persons employed by one of America's leading manufacturers, General Motors, which now has 756,000 persons on its payroll.

The CBO recognizes that there "is no single accepted definition of what constitutes regulation by the Federal Government." To determine a reasonable basis for identifying Federal employees engaged in regulatory activities, the CBO started with its broadest definition by including activities which:

Impact [on] the operating business environment of broad sectors of private enterprise, including market entry and exit; rate, price, and profit structures; and competition;

Impact [on] specific commodities, products, or services through permit, certification, or licensing requirements; and

Involve the development, administration, and enforcement of national standards, violations of which could result in civil or criminal penalties, or which result in the types of impact described above.

The report calls this "the CBO general definition." For a more refined definition, the CBO excluded support positions not directly related to regulation. The positions excluded are those of persons engaged

primarily in: (1) public information, consumer education, legislative matters, complaint processing, business and consumer advice or assistance, and research; and (2) data gathering and economic analysis functions not directly and primarily related to regulatory activity.

There were thirty-three departments and agencies which fell within the scope of the CBO general definition. Most of the Federal regulators were found in Executive Departments (63%) and the remainder in independent regulatory agencies (37%).

In terms of the types of regulatory activities under the CBO general definition, the four categories and their percentages of the total are:

	<i>Percent</i>
Economic regulation of commerce, transportation, agriculture, and communications	17
Health, safety, and environmental and consumer protection regulation	58
Regulation of banking and financial activities	14
Employment and civil rights regulation	11
Total	100

As you know, throughout the past year, the Subcommittee on Oversight and Investigations has conducted an extensive study of the need and means for reform of the regulatory process. The subcommittee has obtained the views from those in business, government, the academic community, and the public at large. It has conducted hearings on nine agencies within our jurisdiction: the Interstate Commerce Commission, Federal Trade Commission, Federal Communications Commission, Federal Power Commission, Securities and Exchange Commission, Environmental Protection Agency, Food and Drug Administration, National Highway Traffic Safety Administration, and the Consumer Product Safety Commission.

The subcommittee expects to complete the first of several parts of its report on regulatory reform shortly. Towards that effort, the Congressional Budget Office report will be of considerable value to the subcommittee and to the Congress.

Sincerely,

JOHN E. Moss,
Chairman, Oversight and Investigations Subcommittee.

SUMMARY

Background

Chairman John E. Moss of the Subcommittee on Oversight and Investigations of the House Committee on Interstate and Foreign Commerce requested the assistance of the Congressional Budget Office in the subcommittee's review of regulatory agencies. Specifically, the Chairman asked that the CBO provide its best estimate of the number of federal employees engaged in regulatory activities.

Defining regulation

There is no single accepted definition of what constitutes regulation by the federal government. The broadest definition would include all governmental activities which somehow affect the operations of private industry or the lives of private citizens. Such a definition would result in the identification of most federal activities as regulatory. Developing staffing estimates for federal agencies involves the identification of positions needed for direct program operations, program support, and administrative support. In the regulatory agencies program support positions include those involved in public information, consumer education, legislative matters, complaint processing, business and consumer advice or assistance, and research. Also, there are persons engaged in data gathering and economic analysis functions not directly and primarily related to regulatory activity in agencies with regulatory functions.

Because of the broadly varying views of what constitutes regulation, the CBO analysis used a general definition which would provide a "reasonable" basis for identifying federal employees engaged in regulatory activities. The CBO general definition included activities which:

impact the operating business environment of broad sectors of private enterprise, including market entry and exit; rate, price, and profit structures; and competition;

impact specific commodities, products, or services through permit, certification, or licensing requirements; and

involve the development, administration, and enforcement of national standards, violations of which could result in civil or criminal penalties, or which result in the types of impact described above.

The CBO staffing estimate

Thirty-three departments and agencies are involved in activities which appear to come within the scope of the CBO general definition of regulation. These agencies are devoting 92,172 man-years of effort during fiscal year 1976 to these activities. Under a refined definition to determine positions more directly related to regulation by excluding program support positions not directly involved in regulation, the estimate of the number of federal regulators would be 84,773.

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SUMMARY OF FISCAL YEAR 1976 REGULATORY MAN-YEARS, BY AGENCY

Department or agency	Number under CBO general definition	Number excluding program support positions	Total ¹
Agriculture	20,470	2,582	17,888
Commerce	2,260		2,260
Defense	789		789
Health, Education, and Welfare	8,023	789	7,234
Housing and Urban Development	166		166
Interior	3,561	84	3,477
Justice	1,161	602	1,161
Labor	7,055		6,453
Transportation	9,317	287	9,030
Treasury	5,028		5,028
Civil Aeronautics Board	708	29	679
Commission on Civil Rights	302	12	290
Commodity Futures Trading Commission	450	12	438
Consumer Product Safety Commission	935	65	870
Environmental Protection Agency	6,938	2,029	4,909
Equal Employment Opportunity Commission	2,584	22	2,562
Federal Communications Commission	2,018	173	1,845
Federal Deposit Insurance Corporation	3,255	19	3,246
Federal Energy Administration	1,824	127	1,697
Federal Home Loan Bank Board	1,205	62	1,143
Federal Maritime Commission	321	11	310
Federal Power Commission	1,398	14	1,384
Federal Reserve Board	277		277
Federal Trade Commission	1,678	203	1,475
Interstate Commerce Commission	2,142	9	2,133
National Credit Union Administration	602	13	589
National Labor Relations Board	2,570	11	2,559
National Mediation Board	105		105
National Transportation Safety Board	386	6	380
Nuclear Regulatory Commission	2,335	179	2,156
Occupational Safety and Health Review Commission	179	5	174
Postal Rate Commission	90	1	89
Securities and Exchange Commission	2,030	53	1,977
Total	92,172	7,399	84,773

¹ CBO general definition less program support.

As shown below, more man-years are being expended in the areas of health, safety, and environmental and consumer protection regulation than in any of the other principal categories identified. Of the total of 92,172 man-years, 57,830 are in departments and 34,342 in independent agencies.

Summary of fiscal year 1976 man-years devoted to regulatory activities under CBO general definition

Economic regulation of commerce, transportation, agriculture, and communications	15,422
Health, safety, and environmental and consumer protection regulation	53,729
Regulation of banking and financial activities	13,193
Employment and civil rights regulation	9,828
Total	92,172

The CBO budgetary cost estimate

The fiscal year 1976 estimated budgetary cost of the activities covered by the CBO general definition of regulation is \$2.9 billion.

Of the \$2.9 billion in outlays, \$2.1 billion is associated with 7 of the 33 departments and agencies:

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Fiscal year 1976 outlays for regulatory activities by agency (millions of dollars)

Department of Agriculture	500
Environmental Protection Agency	444
Department of Transportation	402
Department of Health, Education, and Welfare	265
Department of Labor	226
Nuclear Regulatory Commission	200
Department of Treasury	102
Subtotal	2, 139
All others	715
Total	2, 854

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THE NUMBER OF FEDERAL EMPLOYEES ENGAGED IN REGULATORY ACTIVITIES

CHAPTER I

INTRODUCTION

BACKGROUND

The Subcommittee on Oversight and Investigations of the House Committee on Interstate and Foreign Commerce is engaged in a regulatory reform review of nine agencies within its jurisdiction. Chairman John E. Moss requested the assistance of the Congressional Budget Office (CBO) in developing information for the Subcommittee. Specifically, the Chairman requested CBO's best estimate of the number of federal employees engaged in regulatory activities. The results of the analytical effort undertaken to develop the estimate follow. A more detailed description of the analytical approach is provided in Appendix A.

DEFINING REGULATION

There is no single accepted definition of what constitutes regulation by the federal government; and definition is the critical element in developing any staffing estimate. A "traditional" definition would include those activities which impact major aspects of private enterprise operations, such as market entry and exit; rate, price, and profit structures; and competitive environment. This definition would—at a minimum—cover the oldest and some of the best known independent regulatory agencies; e.g., the Interstate Commerce Commission, Federal Trade Commission, Federal Communications Commission, Federal Power Commission, and the Securities and Exchange Commission. Many activities of the federal government in the areas of health, safety, environmental and consumer protection, and employment standards have significant regulatory impact on private enterprise operations. The broadest definition of federal regulation would include all governmental activities which somehow affect the operations of private industry or the lives of private citizens. Such a definition would result in the identification of most federal activities as regulatory.

CBO GENERAL DEFINITION OF REGULATION

Because of the broadly varying views of what constitutes regulation, the CBO analysis used a general definition which would provide a "reasonable" basis for identifying federal employees engaged in regulatory activities. The CBO general definition included activities which—

Impact on the operating business environment of broad sectors of private enterprise, including market entry and exit; rate, price, and profit structures; and competition;

Impact on specific commodities, products, or services through permit, certification, or licensing requirements; and

Involve the development, administration, and enforcement of national standards, violations of which could result in civil or criminal penalties, or which result in the types of impact described above.

There are other activities found in several agencies which are difficult to categorize as regulatory, nonregulatory, or something in between. The CBO estimate would be much higher if staffing for these activities were included. A description of these "borderline" activities is included in the chapter on survey results.

The scope of the definition did not include certain major governmental program areas: national defense and foreign policy activities; law enforcement activities; revenue collection activities (e.g., the Internal Revenue Service); the internal management of the federal government (e.g., the Civil Service Commission); and economic policy;

CHAPTER II
SURVEY RESULTS
OVERVIEW

Thirty-three departments and agencies are involved in activities which appear to come within the scope of the CBO general definition of regulation. These agencies are devoting 92,172 man-years of effort during fiscal year 1976 to these activities. As shown below, more man-years are being expended in the areas of health, safety, and environmental and consumer protection regulation than in any of the other principal categories identified. Of the total of 92,172 man-years, 57,830 are in departments and 34,342 are in independent agencies.

Summary of fiscal year 1976 man-years devoted to regulatory activities under CBO general definition

Economic regulation of commerce, transportation, agriculture, and communications	15, 422
Health, safety, and environmental and consumer protection regulation	53, 729
Regulation of banking and financial activities	13, 193
Employment and Civil Rights Regulation	9, 828
Total	92, 172

A more refined definition of administrative and program support positions identified to regulatory program activities would reduce the estimate of 92,172 by 7,399 to 84,773. The excluded positions are those of persons engaged primarily in: (1) public information, consumer education, legislative matters, complaint processing, business and consumer advice or assistance, and research; and (2) data gathering and economic analysis functions not directly and primarily related to regulatory activity.

Exclusion of certain administrative and program support-type positions—Number of positions in activities to be excluded

<i>Department or agency</i>	
Agriculture	1
Commerce	2, 582
Defense	
Health, Education, and Welfare	789
Housing and Urban Development	
Interior	84
Justice	
Labor	602
Transportation	287
Treasury	
Civil Aeronautics Board	29
Commission on Civil Rights	12
Commodity Futures Trading Commission	12
Consumer Product Safety Commission	65
Environmental Protection Agency	2, 029
Equal Employment Opportunity Commission	22
Federal Communications Commission	173
Federal Deposit Insurance Corporation	19
Federal Energy Administration	127
Federal Home Loan Bank Board	62
Federal Maritime Commission	11
Federal Power Commission	14
Federal Reserve Board	
Federal Trade Commission	203
Interstate Commerce Commission	9
National Credit Union Administration	13
National Labor Relations Board	11
National Mediation Board	
National Transportation Safety Board	6
Nuclear Regulatory Commission	179
Occupational Safety and Health Review Commission	5
Postal Rate Commission	1
Securities and Exchange Commission	53
Total	7, 399

ECONOMIC REGULATION OF COMMERCE, TRANSPORTATION, AGRICULTURE,
AND COMMUNICATIONS

The economic regulation of commerce, transportation, agriculture, and communications includes market entry and exit; price, rate, and profit structures; and competitive environment. In fiscal year 1976, 15,422 man-years were devoted to this category.

Fiscal year 1976 man-years for economic regulation by agency

Department of Agriculture	3, 014
Department of Commerce	2, 260
Federal Communications Commission	2, 018
Federal Energy Administration	1, 824
Federal Power Commission	1, 398
Federal Trade Commission	862
Interstate Commerce Commission	2, 142
All others	1, 904
Total	15, 422

Fiscal year 1976 man-years for economic regulation by activity

Award of franchises and other rights	4, 723
Rate, price, and profit structure	3, 406
Antitrust promotion of competition	1, 742
Financial condition and procedures	503
Other	5, 048
Total	15, 422

All of the man-years for the Department of Commerce (2,260) are for the issuance of patents (Award of Franchises and Other Rights). Of the Department of Agriculture's 3,014 man-years, 1,277 are for inspection, grading, classing, and standardization of certain agricultural products; and 844 are for tobacco and peanut acreage allotments and marketing quotas.

Major activities in the independent agencies include:

1,127 man-years in the Federal Communications Commission for licensing activities and 455 man-years for enforcement of rules and regulations related to radio services.

775 man-years in the Federal Trade Commission for activities related to anti-trust and promotion of competition.

509 man-years in the Federal Power Commission for the issuance of permits and licenses for non-Federal hydroelectric power projects and for certificates for interstate gas sales and construction and operation of interstate pipeline facilities; 499 man-years for regulation of rates in interstate wholesale transactions in electric power and natural gas.

1,658 man-years in the Federal Energy Administration related to rates and prices for crude oil, petroleum products, and other energy resources.

HEALTH, SAFETY, AND ENVIRONMENTAL AND CONSUMER PROTECTION
REGULATION

Of the 53,729 man-years devoted to health, safety, and environmental and consumer protection regulation, 50,178 or 93 percent are in seven agencies.

Fiscal year 1976 man-years for health, safety, and environmental and consumer protection regulation by agency

Department of Agriculture	17, 456
Department of Health, Education, and Welfare	8, 023
Department of the Interior	3, 561
Department of Labor	2, 570
Department of Transportation	9, 317
Environmental Protection Agency	6, 938
Nuclear Regulatory Commission	2, 313
All others	3, 551
Total	53, 729

The largest single bloc of man-years (11,547) is expended in meat and poultry inspection by the Department of Agriculture. Agriculture also devotes 4,683 man-years to animal and plant disease and pest control. Most of the man-years of the Department of Health, Education, and Welfare's regulatory total are chargeable to the activities of

the Food and Drug Administration. The majority (3,134) of the man-years for the Department of the Interior are related to mining safety. In the Department of Labor the man-years are for occupational safety and health activities.

The Department of Transportation devotes 5,043 man-years to aviation safety (Federal Aviation Administration) and 2,842 man-years to water safety (U.S. Coast Guard). The man-years for the Environmental Protection Agency do not include its construction grants program and certain other functions not related directly to regulatory activities.

Of the total of 53,729 man-years, the majority are devoted to public health and safety (26,175) and consumer health and safety (12,537).

REGULATION OF BANKING AND FINANCIAL ACTIVITIES

This category includes federal chartering, insuring of deposits, and financial oversight of banking and financial institutions, including national banks, insured State banks, credit unions, and savings and loan institutions. A total of 8,059 man-years are devoted to these activities in the Federal Reserve, Federal Deposit Insurance Corporation, Federal Home Loan Bank Board, Comptroller of the Currency, and National Credit Union Administration. The monetary policy responsibilities of the Federal Reserves Board have been excluded.

This category also includes the Securities and Exchange Commission (2,030 man-years), the Commodity Futures Trading Commission (450 man-years), and activities of the Departments of the Treasury and Labor related to employee pension plans (1,188 and 578 man-years respectively).

EMPLOYMENT AND CIVIL RIGHTS REGULATION

This category covers governmental activities which pertain to employment opportunity and other civil rights activities, compensation, and labor relations. A total of 9,828 man-years were devoted to this category in fiscal year 1976. Major activities include:

3,791 man-years for employment opportunity and other civil rights activities (Departments of Justice and Labor, Equal Employment Opportunity Commission, and Commission on Civil Rights).

3,534 man-years for labor relations (Department of Labor, National Labor Relations Board, and National Mediation Board),

2,379 man-years for the administration of federal laws pertaining to compensation (Department of Labor).

"GRAY AREA" ACTIVITIES

FEDERAL GRANT, CONTRACT, AND ENTITLEMENT PROGRAMS

Federal programs providing assistance and transfer payments in areas such as education, training, unemployment, health, and income security have regulations which determine eligibility requirements and benefit levels. Federal grantees and contractors must conform with certain regulations as a requirement associated with doing

business with the federal government. Arguments can be made pro and con about the "regulatory" nature of any of these programs. These activities were not included in the CBO estimate because the requirements involved deal primarily with the *administration* of programs whose primary objectives are not to regulate private sector operations but to achieve different public policy goals.

CERTAIN GOVERNMENT OPERATED OR MANAGED ACTIVITIES

Federal programs for managing public lands, national parks, and similar resources involve the Bureau of Land Management, the Forest Service, the National Park Service, the Geological Survey, and the Ocean Mining Administration. These activities can impact private business significantly through the Government's control of access to the resources involved. The programs have been excluded from the CBO estimate because their primary objective is to manage the public domain. Also excluded are activities such as the St. Lawrence Seaway Development Corporation, the Tennessee Valley Authority, and the Bonneville Power Administration. In these programs the Federal Government is operating as a business enterprise rather than regulating private enterprise operations.

INFORMATION GATHERING ACTIVITIES

Many Federal departments and agencies conduct information gathering activities not related directly to a regulatory responsibility. Such activities have not been included in the CBO estimate, even though they may place a "paperwork" requirement on an industry, State or local government, or private individual. The following indicates the staffing of major information gathering activities not related to regulatory responsibilities.

Estimate, 1976, of principal Federal statistical programs—permanent positions by agency

Department of Agriculture, Statistical Reporting Service	1, 235
Department of Commerce:	
Bureau of the Census	4, 385
Bureau of Economic Analysis	517
Department of Health, Education, and Welfare:	
National Center for Education Statistics	191
National Center for Health Statistics	522
Department of Labor: Bureau of Labor Statistics	1, 774
Total	8, 624

Source: Special Analysis G; Budget of the United States Government; Fiscal Year 1977.

CHAPTER III

BUDGETARY COSTS OF REGULATION

The fiscal year 1976 estimated budgetary cost of the activities covered by the CBO general definition of regulation is \$2.9 billion.

The estimate includes the total outlays for the independent agencies and departmental bureaus whose entire mission is identified as regulatory plus an average cost of \$20,000 per regulatory man-year in other agencies. The outlay figures do not reflect offsetting receipts from user charges.

Of the \$2.9 billion in outlays, \$2.1 billion is associated with 7 of the 33 departments and agencies:

Fiscal year 1976 outlays for regulatory activities by agency (millions of dollars)

Department of Agriculture	500
Environmental Protection Agency	444
Department of Transportation	402
Department of Health, Education, and Welfare	265
Department of Labor	226
Nuclear Regulatory Commission	200
Department of the Treasury	102
Subtotal	2,139
All others	715
Total	2,854

APPENDIX A

ANALYTICAL APPROACH

Four steps were taken in developing an estimate of the number of federal employees engaged in regulatory activities. They were:

Development of a working definition of regulation to provide a basis for identifying federal employees engaged in regulatory activities;

The initial identification of departments and agencies with activities which appeared to come within the scope of the definition;

Collection of staffing data from the identified departments and agencies; and

Analysis of the data.

DEFINING REGULATION

Because of the varying views of what constitutes regulation, the CBO analysis used a general definition which would provide a reasonable basis for identifying federal employees engaged in regulatory activities. The CBO definition included activities which:

Impact the operating business environment of broad sectors of private enterprise, including market entry and exit, rate, price, and profit structures;

Impact specific commodities, products, or services through permit, certification, or licensing requirements; and

Involve the development, administration, and enforcement of national standards, violations of which could result in civil or criminal penalties, or which result in the types of impact described above.

Not considered within the scope of the definition were certain major governmental program areas: national defense and foreign policy activities; law enforcement activities; revenue collection activities (e.g., Internal Revenue Service); internal management of the federal government (e.g., the Civil Service Commission); and economic policy.

IDENTIFICATION OF REGULATORY ACTIVITIES

A review of functional descriptions and mission statements found in the United States Government Organization Manual, the Budget of the United States, and other relevant documents resulted in the identification of 33 departments and agencies within the executive branch with activities which appear to come within the scope of the CBO definition of regulation (see listings at end of appendix). Excluded from the review were the Executive Office of the President and certain boards, committees, and commissions. The Executive Office of the President was excluded because of its primary role as a staff support organization for the President. The boards, committees,

and commissions were excluded because of the absence of any meaningful concentration of positions and the marginal impact of their operations. Also excluded were advisory committees, quasi-official agencies, multilateral organizations; and bilateral organizations.

COLLECTION OF STAFFING DATA

Staffing data for fiscal year 1976 were requested from the 33 departments and agencies having identified regulatory activities. The data were requested in terms of man-years to adjust for other than full-time employment and for positions which are split between regulatory and non-regulatory activities. No distinction was made between clerical and professional positions. Administrative and program support positions were prorated to program activities in the compilation of data under the general definition without further distinction as to the kinds of support positions counted.

In most cases the agencies were able to supply the information as requested, although in some instances slight adjustments were made due to particular budget or organizational idiosyncrasies. These adjustments did not affect the overall results of the survey.

ANALYSIS OF THE DATA

The data submitted by the departments, and agencies were compiled by major type of regulation (e.g., economic regulation, health and safety, etc.) and by subcategory within major type. There were, however, certain areas of governmental activity which were difficult to categorize as regulatory, non-regulatory, or something in-between. The CBO estimate would be much higher if staffing for these activities were included. A description of these "borderline" activities has been included in the report.

EXECUTIVE BEANCH ORGANIZATIONS WITH REGULATORY ACTIVITIES

Departments

Agriculture
 Commerce
 Defense (Corps of Engineers)
 Health, Education, and Welfare
 Housing and Urban Development
 Interior
 Justice
 Labor
 Transportation
Treasury

Independent agencies

Board of Governors of the Federal Reserve System
 Civil Aeronautics Board
 Commission on Civil Rights
 Commodity Futures Trading Commission
 Consumer Product Safety Commission
 Environmental Protection Agency
 Equal Employment Opportunity Commission
 Federal Communications Commission

Federal Deposit Insurance Corporation
 Federal Energy Administration
 Federal Home Loan Bank Board
 Federal Maritime Commission
 Federal Power Commission
 Federal Trade Commission
 Interstate Commerce Commission
 National Credit Union Administration
 National Labor Relations Board
 National Mediation Board
 National Transportation Safety Board
 Nuclear Regulatory Commission
 Occupational Safety and Health Review Commission
 Postal Rate Commission
 Securities and Exchange Commission

Executive branch organizations not having regulatory activities:

Department of State
 ACTION
 Administrative Conference of the United States
 American Battle Monuments Commission
 American Revolution Bicentennial Administration
 Appalachian Regional Commission
 Canal Zone Government
 Commission on Fine Arts
 Community Services Administration
 District of Columbia
 Energy Research and Development Administration
 Export-Import Bank of the United States
 Farm Credit Administration
 Federal Election Commission
 Federal Mediation and Conciliation Service
 Foreign Claims Settlement Commission of the U.S.
 General Services Administration
 Indian Claims Commission
 Inter-American Foundation
 National Aeronautics and Space Administration
 National Foundation on the Arts and Humanities
 National Science Foundation
 Overseas Private Investment Corporation
 Panama Canal Company
 Pension Benefit Guaranty Corporation
 Railroad Retirement Board
 Renegotiation Board
 Selective Service System
 Small Business Administration
 Smithsonian Institution
 Tennessee Valley Authority
 U.S. Arms Control and Disarmament Agency
 U.S. Civil Service Commission
 U.S. Information Agency
 U.S. International Trade Commission
 U.S. Postal Service
 Veterans Administration

Organizations not included in survey

Legislative branch
 Judicial branch
 Executive Office of the President
 Quasi-Official Agencies:
 National Academy of Sciences
 National Railroad Passenger Corporation (Amtrak)
 The American Red Cross
 Multilateral International Organizations
 Bilateral Organizations
 Advisory Committees
 Selected Boards, Committees, and Commissions
 Administrative Committee of the Federal Register
 Advisory Commission on Intergovernmental Relations
 Board of Foreign Scholarships
 Board on Geographic Names
 Commission on Presidential Scholars
 Committee for Purchase from the Blind and Other Severely
 Handicapped
 Delaware River Basin Commission
 Distinguished Civilian Service Awards Board
 Export Administration Review Board
 Federal Advisory Council on Regional Economic Development
 Federal Council for Science and Technology
 Federal Fire Council
 Federal Labor Relations Council
 Federal Library Committee
 Federal Records Council
 Federal Safety Advisory Council
 Federal Service Impasses Panel
 Foreign-Trade Zones Board
 Franklin Delano Roosevelt Memorial Commission
 Indian Arts and Crafts Board
 Interagency Classification Review Committee
 Interdepartment Radio Advisory Committee
 Interdepartmental Committee on the Status of Women
 Interdepartmental Savings Bonds Committee
 Interim Compliance Panel
 Marine Mammal Commission
 Migratory Bird Conservation Commission
 Mississippi River Commission
 National Advisory Council on the Education of Disadvantaged
 Children
 National Advisory Council on International Monetary and Finan-
 cial Policies
 National Archives Trust Fund Board
 National Capital Planning Commission
 National Commission on Libraries and Information Science
 National Commission on Water Quality
 National Forest Reservation Commission
 National Historical Publications and Records Commission
 National Park Foundation

National Review Board for the Center for Cultural and Technical Interchange Between East and West
Permanent Committee for the Oliver Wendell Holmes Devise
President's Commission on Personnel Interchange
President's Committee on Employment of the Handicapped
President's Economic Policy Board
President's Foreign Intelligence Advisory Board
Regional Action Planning Commissions
Susquehanna River Basin Commission
Trade Expansion Act Advisory Committee
United States Advisory Commission on International Educational and Cultural Affairs
United States National Commission for UNESCO
United States Territorial Expansion Memorial Commission
Veterans Day National Committee
Water Resources Council

APPENDIX B MANPOWER DOCUMENTATION

ECONOMIC REGULATION OF COMMERCE, TRANSPORTATION, AGRICULTURE, AND COMMUNICATIONS:

[Fiscal year 1976 man-years]

Department or agency	Award of franchises and other rights	Rate price and profit structure	Antitrust; promotion of competition	Financial health and procedures	Other	Total
Agriculture.....	15	38	67		2,894	3,014
Commerce.....	2,260					2,260
Justice.....			801			801
Civil Aeronautics Board.....	272	176	64	93	84	689
Federal Communications Commission.....	1,127	192	10		689	2,018
Federal Energy Administration.....	120	1,658	3		43	1,824
Federal Maritime Commission.....	123	179				302
Federal Power Commission.....	509	499		99	291	1,398
Federal Trade Commission.....		87	775			862
Interstate Commerce Commission.....	297	487		311	1,047	2,142
Nuclear Regulatory Commission.....			22			22
Postal Rate Commission.....		90				90
Total.....	4,723	3,406	1,742	503	5,048	15,422

HEALTH, SAFETY, AND ENVIRONMENTAL AND CONSUMER PROTECTION REGULATION

[Fiscal year 1976 man-years]

Department or agency	Public health and safety	Worker health and safety	Consumer health and safety	Consumer protection	Other	Total
Agriculture.....			11,547	160	5,749	17,456
Defense.....	789					789
Health, Education, and Welfare.....	7,257	760		6		8,023
Interior.....		3,314			247	3,561
Housing and Urban Development.....			34	132		166
Labor.....		2,570				2,570
Transportation.....	8,981	205	12	1	118	9,317
Treasury.....	39			203		242
Civil Aeronautics Board.....				19		19
Consumer Product Safety Commission.....			935			935
Environmental Protection Agency.....	6,938					6,938
Federal Maritime Commission.....	12			7		19
Federal Trade Commission.....			9	807		816
National Transportation Safety Board.....	386					386
Nuclear Regulatory Commission.....	2,313					2,313
Occupational Safety and Health Review Commission.....		179				179
Total.....	26,715	7,028	12,537	1,335	6,114	53,729

REGULATION OF BANKING AND FINANCIAL ACTIVITIES

[Fiscal year 1976 man-years]

Department or agency	Regulation of banks and financial institutions	Other financial regulation	Total
Treasury.....	2,710	2,076	4,786
Labor.....		578	578
Federal Reserve Board.....	277		277
Federal Deposit Insurance Corporation.....	3,265		3,265
Federal Home Loan Bank Board.....	1,205		1,205
National Credit Union Administration.....	602		602
Commodity Futures Trading Commission.....		450	450
Securities and Exchange Commission.....		2,030	2,030
Total.....	8,059	5,134	13,193

EMPLOYMENT AND CIVIL RIGHTS REGULATION

[Fiscal year 1976 man-years]

Department or agency	Employment opportunity and other civil rights	Compensation and benefits	Labor relations	Other	Total
Justice	360				360
Labor	545	2,379	859	124	3,907
Commission on Civil Rights	302				302
Equal Employment Opportunity Commission	2,584				2,584
National Labor Relations Board			2,570		2,570
National Mediation Board			105		105
Total	3,791	2,379	3,534	124	9,828

REGULATORY MAN-YEARS BY AGENCY

[Fiscal year 1976 man-years]

Department or agency	Economic regulation of commerce, etc	Safety and health and related regulation	Banking and financial activities	Employment and civil rights	Total
Agriculture	3,014	17,456			20,470
Commerce	2,260				2,260
Defense		789			789
Health, Education, and Welfare		8,023			8,023
Housing and Urban Development		166			166
Interior		3,561			3,561
Justice	801			360	1,161
Labor		2,570	578	3,907	7,055
Transportation		9,317			9,317
Treasury		242	4,786		5,028
Civil Aeronautics Board	689	19			708
Commission on Civil Rights				302	302
Commodity Futures Trading Commission			450		450
Consumer Product Safety Commission		935			935
Environmental Protection Agency		6,938			6,938
Equal Employment Opportunity Commission				2,584	2,584
Federal Communications Commission	2,018				2,018
Federal Deposit Insurance Corporation			3,265		3,265
Federal Energy Administration	1,824				1,824
Federal Home Loan Bank Board			1,205		1,205
Federal Maritime Commission	302	19			321
Federal Power Commission	1,398				1,398
Federal Reserve Board			277		277
Federal Trade Commission	862	816			1,678
Interstate Commerce Commission	2,142				2,142
National Credit Union Administration			602		602
National Labor Relations Board				2,570	2,570
National Mediation Board				105	105
National Transportation Safety Board		386			386
Nuclear Regulatory Commission	22	2,313			2,335
Occupational Safety and Health Review Commission		179			179
Postal Rate Commission	90				90
Securities and Exchange Commission			2,030		2,030
Total	15,422	53,729	13,193	9,823	92,172

APPENDIX C
BUDGETARY COST DOCUMENTATION ¹

[Dollars in millions]

Departments:	
Agriculture	500
Commerce	84
Defense (Corps of Engineers)	16
Health, Education, and Welfare	265
Housing and Urban Development	3
Interior	90
Justice	32
Labor	226
Transportation	402
Treasury	102
Subtotal	1,720
Independent agencies:	
Board of Governors of the Federal Reserve System	(2)
Civil Aeronautics Board	³ 19
Commission on Civil Rights	8
Commodity Futures Trading Commission	12
Consumer Product Safety Commission	48
Environmental Protection Agency	444
Equal Employment Opportunity Commission	63
Federal Communications Commission	51
Federal Deposit Insurance Corporation	(2)
Federal Energy Administration	36
Federal Home Loan Bank Board	(2)
Federal Maritime Commission	8
Federal Power Commission	38
Federal Trade Commission	47
Interstate Commerce Commission	52
National Credit Union Administration	(2)
National Labor Relations Board	72
National Mediation Board	3
National Transportation Safety Board	12
Nuclear Regulatory Commission	200
Occupational Safety and Health Review Commission	6
Postal Rate Commission	3
Securities and Exchange Commission	12
Subtotal	1,134
Total	2,854

¹ Costs do not reflect offsetting receipts from user charges.

² These are self-supporting activities which do not require appropriation of U.S. Treasury funds.

³ Payments to air carriers are not included.